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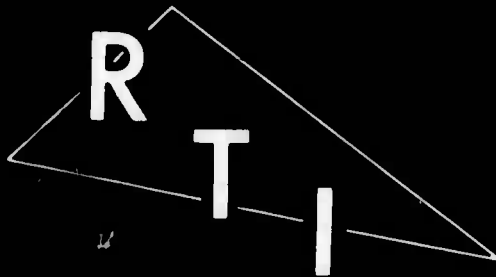
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## MILITARY CIVIC ACTION

Evaluation of Military Techniques

### EXECUTIVE SUMMARY

by

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Philip S. McMullan

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July 1971

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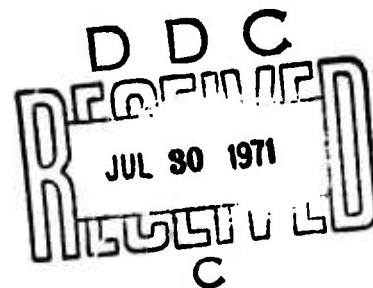
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Operations Research and Economics Division



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FINAL REPORT  
EXECUTIVE SUMMARY

FR-OU-532

MILITARY CIVIC ACTION  
(Evaluation of Military Techniques)

by

Martin F. Massoglia  
Philip S. McMullan  
Clarence N. Dillard

Sponsored by:

ADVANCED RESEARCH PROJECTS AGENCY  
ARPA Order Nr. 1384  
Technical Requirement Nr. 1208

under

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## EXECUTIVE SUMMARY

### GENERAL

The overall objective of the research described in this report is to provide a compilation of information available in the continental United States (CONUS) regarding military civic action objectives, techniques, program assessment procedures, and program effectiveness. To accomplish this, CONUS repositories were researched, visits were made to installations engaged in civic action planning and training activities, and numerous interviews and discussions were held with State Department and Department of Defense personnel engaged in civic action planning and coordination. Data gathered during the research were structured as shown below and are discussed in Sections of the basic report as indicated.

Section II	Description
Section III	U.S. Systems
Section IV	Host Country Systems
Section V	Personnel and Training
Section VI	Field Experience
Section VII	Evaluation
Section VIII	Hypotheses
Section IX	Findings, Conclusions, and Recommendations

Specific requirements, as stated in Technical Requirements Nr. 1208, are to prepare recommendations on the necessity for and the advisability of developing improved means of assessing the effectiveness of U.S. supported military civic action projects. These specific requirements were satisfied by a number of major subtasks. These, along with pertinent findings, conclusions, and recommendations, are summarized in the following paragraphs.

### OBJECTIVES

#### Subtask

Determine the objectives of U.S. sponsored military civic action programs.

#### Findings and Conclusions

Proximate objectives of military civic action as stated in Department of Defense (DOD) doctrine are:

- Economic and social development.
- Improved standing of host country military forces.

Ultimate objectives of military civic action are those of the Military Assistance Program through which military civic action programs are funded (except Southeast Asia where such programs are

service funded). As stated in the basic legislation, these are to promote the peace of the world and the foreign policy, security, and general welfare of the United States.

Two distinct types of military civic action are implied in the Joint Chiefs of Staff (JCS) definition and verified by analysis of field experience. These are (1) joint U.S. and host country military participation, and (2) unilateral U.S. military participation.

A considerable variation was found in interpretations of the aims of military civic action as expressed in the JCS approved definition. Essential conceptual factors have been frequently misapprehended or have become lost in endeavors to conform with the wording of the definition.

#### Recommendation

It is recommended that the following definition of military civic action be considered for adoption by the Department of Defense:

"Military civic action is the participation of military forces in projects useful to a local population in such fields as education, training, public works, agriculture, transportation, communications, health, sanitation, and others contributing to economic and social development."

and that the definition be expanded to indicate types of participants, and specific objectives, as outlined in paragraph B 2 Section IX of the basic report.

### ACHIEVEMENT OF OBJECTIVES

#### Subtask

Determine whether U.S. sponsored military civic action programs are being assessed.

#### Findings and Conclusions

There is no evidence in CONUS repositories to indicate if U.S. sponsored civic actions are or are not being assessed to establish the extent to which objectives were being achieved.

Much specific data pertaining to material accomplishments were found in after action and situation reports.

Analysis of over 1,000 after action reports on military civic action projects suggests the following conclusions:

- There is no dedicated military civic action reporting system within the DOD.

- There are indications that detailed information could be generated through interviews with personnel who have been engaged in military civic action.
- After-action reports, and other information available within CONUS, are inadequate to permit evaluation of project effectiveness or appropriateness of corrective actions.
- Almost all of the U.S. sponsored military civic action in Latin America involves host country military participation.
- Most of the military civic action being conducted in Vietnam by the U.S. Armed Forces does not involve the participation of the Vietnamese military.
- Since 1968 there appears to be an increasing involvement of RVN military forces in military civic action projects in Vietnam.

#### Recommendations

It is recommended that detailed information be obtained on military civic action programs from personnel who have participated and are currently participating in U.S. sponsored military civic action programs.

#### PROGRAM ASSESSMENT

##### Subtask

Determine if program assessment methods are valid.

##### Findings and Conclusions

With the exception of the Inspector General for Foreign Assistance (IGFA), State Department, no formal evaluation system or procedures were identified. The IGFA program appears to be one of watching purse strings.

No scientifically valid program assessment procedures were uncovered during the research. Considerable promise is shown in the American Institutes for Research (AIR) in Thailand under ARPA sponsorship.

There are indications that the most valuable direction for further work is in the development of assessment procedures for use at the project level.

A three-fold scheme for defining types of evaluation is applicable to military civic action. (See Section VII for details.)

### Recommendations

It is recommended that:

- 1) A three-stage evaluation system be utilized for the evaluation and assessment of U.S. sponsored military civic action programs and projects.
- 2) AIR procedures for quantitative assessment of counter-insurgency program impact be reviewed and evaluated for application to military civic action assessment.
- 3) Structured interview procedures be employed to obtain detailed information on U.S. sponsored military civic action.

### PROGRAM EFFECTIVENESS

#### Subtask

Determine what action has been taken to increase the effectiveness of military civic action programs.

#### Findings and Conclusions

Both the absence of a dedicated military civic action system and the aggregation of project data made it impossible to isolate specific actions solely from data in CONUS repositories, which have been taken to increase the effectiveness of military civic action programs.

Department of the Army is sponsoring a study to develop criteria for the selection and assessment of civic action programs. Copies of the study were not available to RTI.

Modifications of the overall program, within which military civic action is imbedded, are being made; e.g., the Army program to enhance the stature of assignments to the Military Assistance Officer Program.

#### Recommendations

It is recommended that criteria for the selection and assessment of individual military civic action projects be developed. Basic information can be obtained through interviews with personnel who have and are currently participating in military civic action at the grassroots level.

## HYPOTHESES

### Subtask

Based on reported successes or failures of military civic action projects, generate hypotheses concerning preferred objectives, planning techniques, types of projects, or modes of project execution for various cultural settings.

### Findings and Conclusions

Data on completed projects and their successes or failures were not sufficiently detailed to permit development of credible hypotheses. There are indications that such data are available in the memories of individuals who have participated in military civic action.

The military can benefit from the experience of theorists and practitioners in the field of community development.

### Recommendations

It is recommended that:

- 1) The analysis categories developed by the Human Resources Research Organization, and modified by RTI (Section VII), be used as a basis for developing hypotheses concerning preferred objectives, planning techniques, types of projects, or modes of project execution for various cultural settings.
- 2) Specially designed interviews with personnel who have and are engaged in military civic action programs and projects be used in an effort to confirm or deny these hypotheses.

## MISCELLANEOUS

### Subtask

Identify and describe additional research study results.

### Findings and Conclusions

The intent of Congress that the MAP, including U.S. sponsored civic action, be directed toward defeating subversive insurgency appears to be reflected in the implementing directives and doctrine of the various echelons of the defense establishment.

Military civic action planning and implementation are performed within the existing framework of the military establishment.

At the national level military civic action is coordinated with U.S. foreign policy.

The U.S. Army conceptualizes military civic action as being imbedded in the internal defense and development activities in a developing nation.

Within the Department of the Navy, responsibility for military civic action is fragmented. Responsibility for the development and implementation of civic actions is decentralized to the major commands with only general guidance emanating from the Department itself.

Air Force military civic action is well defined. Military civic action is treated as being distinct from civil affairs. While responsibilities are detailed, they are discharged through the existing command structure.

The Marines view civic action as an integral part of counter-insurgency. Emphasis is on the individual-to-individual basis. Personal response to individuals of a different culture is stressed. The Marine Corps Personal Response program offers potential for use by the other services in training individuals in cross cultural communications.

No special selection procedures are utilized for personnel assigned to positions requiring civic action duties.

Other than a correspondence course offered by the Marine Corps Institute, no formal programs of instruction in civic action are available to enlisted personnel.

Based on the limited detail of information available within CONUS, it appears that implementing directives of the Unified Commands and the MAAGs and Missions are in consonance with the letter and intent of the enabling legislation and the DOD instructions governing civic action as a part of the MAP.

Civic actions under Military Assistance Command sponsorship in Vietnam appear to follow both of the models for military civic actions. The directives authorize and encourage the participation of RVNAF in civic actions under U.S. sponsorship and support, as well, the unilateral efforts of U.S. military units.

#### Recommendations

It is recommended that:

- 1) The U.S. Marine Corps Personal Response program be evaluated for possible use in military civic action training for other Service.
- 2) Determination be made of the need for formal courses in military civic action for enlisted personnel.